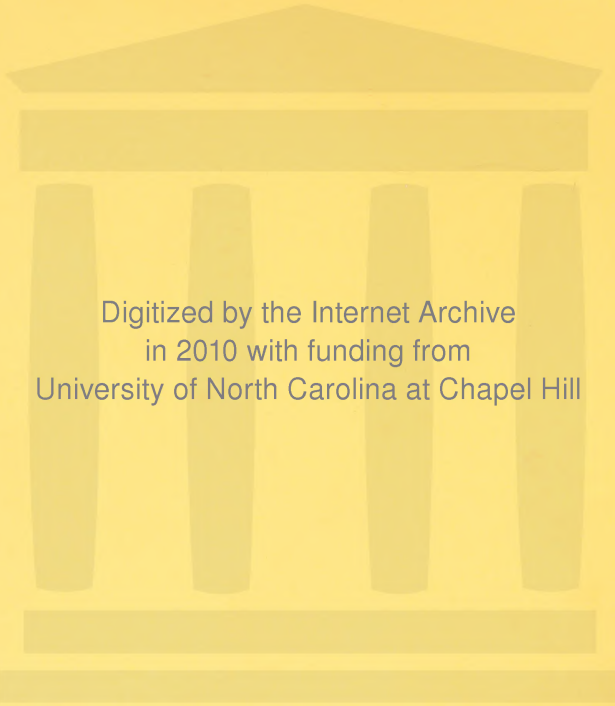


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# LAND USE PLAN

GOLDSBORO, NORTH CAROLINA



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LAND USE PLAN  
GOLDSBORO, NORTH CAROLINA

The preparation of this report was financed in part through an urban planning grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954 as amended.

City Planning and Architectural Associates

201 East Rosemary Street

Chapel Hill, North Carolina

July, 1960



CITY OF GOLDSBORO, NORTH CAROLINA

Planning Commission

Scott B. Berkeley, Chairman

E. G. Porter, Sr., Secretary

Arnold B. Edgerton

W. Powell Bland

Richard F. Griswold

Board of Aldermen

Scott B. Berkeley, Mayor

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City Manager, L. Page Benton, Jr.

City Engineers (associate)

E. G. Porter, Sr.

Claude T. Whitfield



August 1, 1960

Honorable Scott B. Berkeley, Chairman  
Planning Commission  
Goldsboro, North Carolina

Dear Mayor Berkeley:

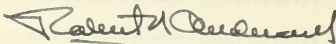
We are pleased to transmit, herewith, a report on the Land Use Plan for Goldsboro. This report is the end product of a series of studies of planning and development that have been underway for the past two years. The reports submitted prior to this dealt with population and economic growth, existing land use and vacant land analysis, and future land requirements. This report summarizes the findings of the previous reports and contains a recommended plan for development based on these findings.

This Plan, which was prepared in consultation with the Planning Commission, city officials and other interested persons, can serve as a constructive guide for the development of Goldsboro. We hope it will be of special use to the city government in shaping its various ordinances and municipal improvements programs.

We want to thank you, your Commission, the City Manager and his staff for the excellent cooperation extended us during the preparation of this work. Without it our work would not have been the pleasant task that it was.

Respectfully submitted,

CITY PLANNING AND ARCHITECTURAL ASSOCIATES



Robert N. Anderson, Jr.

RNA:cb





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## I. INTRODUCTION

Goldsboro, seat of Wayne County, is in the center of eastern North Carolina's bright-leaf tobacco belt. Goldsboro's growth has been closely related to the agricultural activities of the surrounding area. Although chiefly a retail and commercial center, the city has many diversified manufacturing plants. The reactivation of the Seymour Johnson Air Force Base in 1956 gave additional stimulus to the already vigorous Goldsboro economy.

A very greatly increased rate of home building in Goldsboro and the surrounding area during recent years is changing the character and appearance of many sections of the city. Open undeveloped land is being built up with residential neighborhoods. This home-building activity has brought with it many problems of city development. The City Council and the City Planning Commission, recognizing the need for an approach to these problems that would keep Goldsboro a desirable place in which to work and live, determined that one step in a program of city action should be the preparation of a Land Use Plan. The purpose of the Plan would be to help guide those decisions, public and private, being made today and tomorrow which determine the kind of city Goldsboro is to be.

The Plan described and recommended in this report not only represents a general plan for the future, but also should serve as a basis for continuing analysis of the needs of the city. The Plan describes the standards and objectives of city policy which are desirable to guide new development, and indicates the methods available to translate these into action.





## II. SUMMARY AND CONCLUSIONS

During the study period it was found that the following are the basic planning objectives of the city of Goldsboro:

1. The maintenance of Goldsboro as a major retail trade center of eastern North Carolina.
2. The attraction of new industry and the protection of existing industries.
3. The protection, maintenance, and creation of safe, healthy, and convenient residential areas.
4. The maximum use of Goldsboro's natural assets, for instance, the use of areas bordering the watercourses running through the city for park and recreation purposes.
5. The reservation of land for future public and private development. This includes protection of industrial land for industrial purposes and business and residential land for its respective purpose.

These are the objectives the Land Use Plan is designed to advance. The plan is based on a realistic estimate of future population growth and development expectations. It prescribes the amount and location of land needed for homes, businesses, industries, warehouses, schools, parks, streets and other city components in keeping with these expectations. Although in the plan the uses are shown in generalized form, each need was determined by the use of an applicable procedure or technique. Areas for future uses were based on recognized space and location standards especially adapted to the needs of Goldsboro. Finally, the proposals were related to conditions, uses, and topography as they exist in the city today.



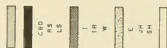


CITY OF GOLDSBORO, NORTH CAROLINA

THIS PREPARATION OF THIS MAP HAS FINANCED IN PART BY THE CITY OF GOLDSBORO, NORTH CAROLINA, AND THE NORTH CAROLINA DEPARTMENT OF TRANSPORTATION AND HIGHWAYS, RENO, NORTH CAROLINA, JUNE 1962

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THOUSANDS OF FEET

THE PREPARATION OF THIS MAP HAS FINANCED IN PART BY THE CITY OF GOLDSBORO, NORTH CAROLINA, AND THE NORTH CAROLINA DEPARTMENT OF TRANSPORTATION AND HIGHWAYS, RENO, NORTH CAROLINA, JUNE 1962



## LEGEND

RESIDENTIAL

COMMERCIAL

INDUSTRIAL

PUBLIC AND INSTITUTIONAL

AGRICULTURAL

LOCAL SERVING

REGIONAL SERVING

INDUSTRIAL

WHOLESALE

RESERVE

PUBLIC AND INSTITUTIONAL

ELEMENTARY SCHOOL

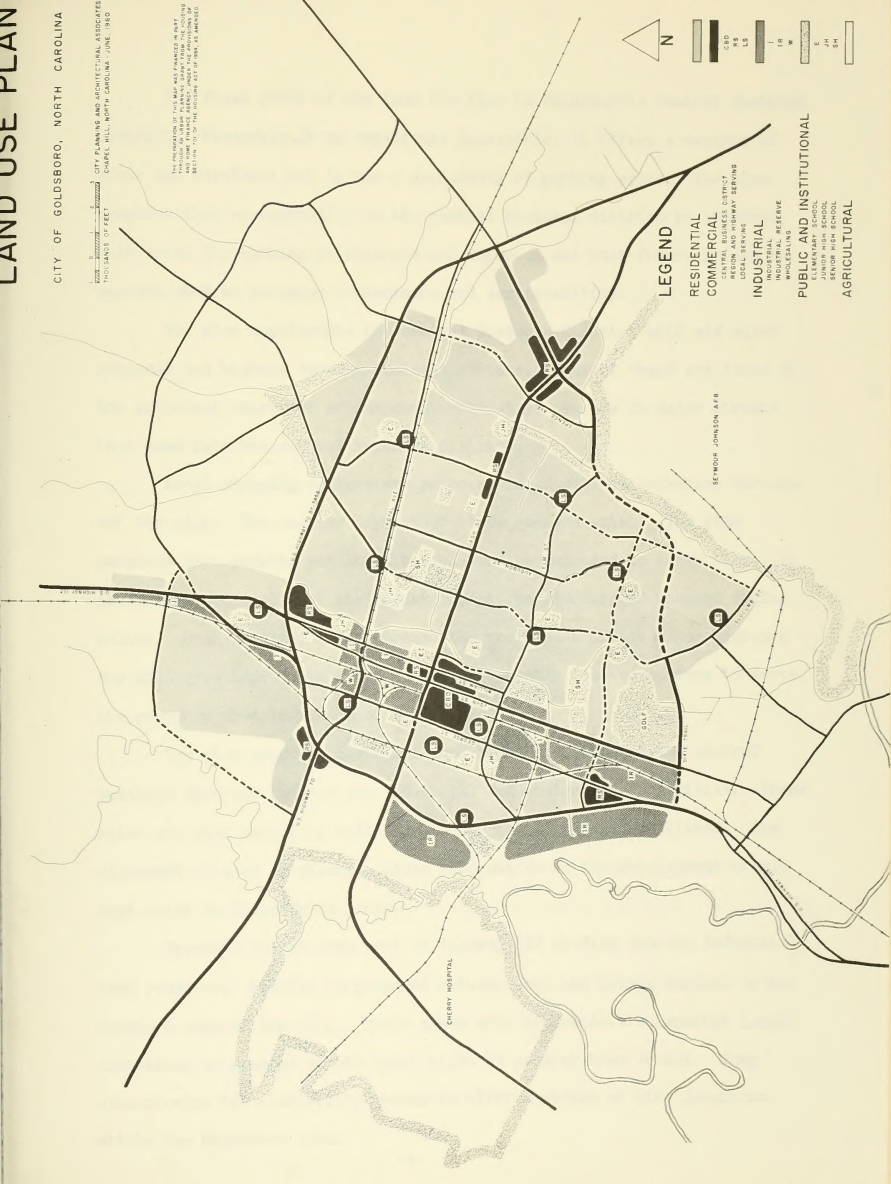
JUNIOR HIGH SCHOOL

SENIOR HIGH SCHOOL

AGRICULTURAL

SEYMOUR JOHNSON AFB

CHERRY HOSPITAL





The focal point of the Land Use Plan is Goldsboro's Central Business District. Presently it is relatively accessible; it offers a variety of goods and services; but it has a deficiency of parking space. The plan proposes that accessibility to the central business district be improved, that areas for parking be enlarged and improved and that future growth be concentrated to maximize convenience and serviceability.

The plan supplements the central business district with six major regional and highway serving business centers. Four of these are found at the principal entrances of the city. The other two are on major streets that lead into the central business district.

Local shopping centers are proposed in an even distribution throughout the city. The nucleus of most of these centers exist. The plan proposes that parking and local circulation be improved to serve them. It is further proposed that string development be discouraged through zoning policy. Such a policy will increase the usefulness of the major highways and will give impetus to grouping of conveniently located centers to serve the everyday shopping needs of the people.

The plan proposes that land both north and south of the central business district be used for industrial and wholesaling activities. These sites are well served by rail and highway facilities and utilities. The placement of uses as planned, gives recognition to the development trends that exist in these areas today.

Proposed in the area west of Highway 117 By-Pass are two industrial land reserves. A third is proposed between John and George Streets on the southern edge of the city. These areas will accommodate unexpected large industries or general growth which might be greater than normal. They also provide the flexibility needed to offer a choice of site locations within the Goldsboro area.



Residential and its related uses make up eighty per cent of the developed area of the city. Thus, the shape of these areas represent the shape of the urban area. Goldsboro's future urban area, if developed as expected and planned, will expand primarily in an easterly direction with lesser amounts of expansion to the north and south. Little residential growth is planned to the west. The major determinants in this pattern of growth are the "pull" by Seymour Johnson Air Force Base on the east and the "push" by the areas of marginal land along the Neuse and Little Rivers on the west. Further impetus to this growth pattern is given by the development of water and sewer lines in the eastern sections of the city.

All of the planned areas, residential, commercial, industrial and public, have been related with respect to each other to create a pattern of land use that insures harmony and utility and yet provides for flexibility. However as time goes by, changes will occur in the social and economic needs of the city that will make various proposals illogical. As this occurs the plan for the city should be revised to meet these needs. As this is done periodically, the plan becomes a continuing expression of the city's development goals.

A plan alone is not enough to insure the accomplishment of development objectives. To be effective it must be accompanied by a program of implementation that brings all of the administrative and legal tools available to the city into focus with the objectives of the plan.

Section 160-174, of the Statutes of North Carolina requires that zoning ordinances be "made in accordance with a comprehensive plan". This is because zoning is not a device to maintain status quo but is a legal tool to guide future development in accordance with a plan. Thus, it is





recommended that the zoning map be revised to reflect objectives in the plan.

Another tool available for plan implementation is the subdivision regulation. This along with the minimum housing, building, electrical, and sanitation codes should be designed to insure maximum effectiveness toward plan accomplishment.

The long term municipal services program and capital budget are also important to the implementation of the Land Use Plan. Through it, improvements can be timed to accommodate future growth and land can be acquired for future public facilities in advance of high or speculative land values.

The Federal Housing Act, as amended in 1959, provides programs through which cities may be renewed not only by clearance and redevelopment of slum areas, but also by prevention of such conditions through conservation and rehabilitation. Goldsboro has several badly blighted areas that would unquestionably qualify under the federal renewal program. The participation in such a program offers a positive and imaginative way to advance the goals expressed by the Land Use Plan. Federal funds will pay for two-thirds of the net project cost, that is, the cost of acquiring land, its clearance and improvement, less the amount it brings when it is sold for public or private re-use. The remaining one-third is paid by the city in the form of cash or public improvements.

Underlying the plan implementation program is the need for full and enthusiastic citizen support. The understanding cooperation of informed citizens facilitates the accomplishment of the plan. Thus, the widest distribution possible is recommended for this report.





### III. SUMMARY OF PREVIOUS STUDIES

Reports on population, economy, existing land use, and future space requirements are used as the basis for locating and determining the area of the various land uses. These background studies have also assisted in formulating recommendations concerning the future land use pattern of Goldsboro. The highlights of the background studies are presented below.

#### Population

The report, Population, Goldsboro, North Carolina was prepared in 1959 and therefore did not have the benefit of population counts of the 1960 Census. More recently, adjustments were introduced to reflect the latest census information. The following comments take into account these refinements.

Wayne County and the City of Goldsboro have been growing at a fairly uniform rate and there are indications that this growth will continue at an increasing rate. It is estimated that by 1980 the population of the county will have increased to 110,000 from the 1960 population of 81,623. These estimates assume that there will be continued national prosperity.

Most of the population increases within the county have taken place in Goldsboro and Goldsboro Township. A continued high growth rate is foreseen for the urban areas of the county. However, only minor growth, and actual losses in some cases, are projected for the rural sections of the county. The urban area population of Goldsboro is expected to reach 55,000 by 1980 as compared with 35,000 in 1960 (exclusive of population living on the Air Force Base). The population of the City of Goldsboro is estimated to be from 41,000 to 43,000 in 1980, as compared with the 1960 population



of 28,500.

The racial composition of the City's population has remained relatively constant through the years. It is expected that by 1980 the negro population will have increased in number to 18,800 and declined only slightly in proportion to the total estimated population.

#### Economy

Historically the economy of Wayne County and Goldsboro has been closely linked to agriculture. Goldsboro has served largely as a service center for the agricultural activity of the area. Agriculture has not grown at the same rate as some other segments of the economy of the State and Nation. This has caused a slower rate of growth in this segment of the economy of Goldsboro. However, within the agricultural field, Goldsboro is well diversified which helps to lessen the effect of cyclic fluctuations in the national economy.

The reactivation of the Seymour Johnson Air Force Base has bolstered some segments of the economy especially retail trade and present indications are that growth of these segments will continue. However, there are so many unknown factors which could cause a reduction of personnel, if not the complete removal of the base, that complete reliance on the Air Force Base appears to be unwise. Therefore, every effort should be made to broaden the economic base by further industrial expansion.<sup>1</sup>

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<sup>1</sup> For more detailed information concerning the economy, the reader is referred to Economy, Goldsboro, North Carolina, dated 1959, prepared by the consultants.



## Existing Land Use<sup>2</sup>

The focal point of Goldsboro's land use pattern is its central business district which once was at the city's geographical center. More recently, however, growth has not occurred symmetrically with respect to the central business district. Instead, practically all of the recent growth has occurred in an easterly direction. This may be due in part to the confining effect of the railroad and areas subject to flood on the west and to the recent pulling effect of Seymour Johnson Air Force base, located on the east of Goldsboro. The Existing Land Use Map on the following page indicates the major land uses throughout the planning area.

Generally, the residential areas in the eastern portion of the city are stable and free from mixed land uses. Their long life as good residential areas can be further insured by a judicious arrangement of such residential complements as adequate park land and shopping areas. Residential land on the periphery of the central business district is being blighted by the encroachment of commercial uses. This blighting influence can be observed along William Street and other areas of transitional land use.

Strip or ribbon type development decreases the efficiency of thoroughfares, adds an unnecessary hazard to driving and extends urban areas to unmanageable distances from the central city. This type of development is found along many of the highways extending outward from Goldsboro. Notable examples of this type of development are found at both ends of U.S. Route 117 as it passes through the city.

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<sup>2</sup> For detailed information, the reader is referred to the report Existing Land Use, dated 1960, prepared by the consultants.





# EXISTING LAND USE

CITY OF COLOSSBORO, NORTH CAROLINA

CITY AND ZONING PLANNING ASSOCIATES  
CHARLOTTE, N.C. 28205 1988

1" = 1/4" MILE

THE INFORMATION ON THIS MAP WAS OBTAINED FROM THE CITY OF COLOSSBORO, NORTH CAROLINA, AND IS PRESENTED AS IS. THE CITY AND ZONING PLANNING ASSOCIATES, CHARLOTTE, N.C. 28205, IS NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS.



## LEGEND

RESIDENTIAL  
COMMERCIAL  
INDUSTRIAL  
PUBLIC & INSTITUTIONAL







Industrial and wholesale areas are generally in the western one-half of the city. For the most part, they are not in cohesive areas, but are interspersed with other land uses. Large quantities of industrial land have been developed along the Atlantic Coast Line Railroad north and south of the central business district and extending in those directions for considerable distances beyond the city limits.

Especially notable on the land use map are large quantities of public and institutional land. Although the aforementioned air force base accounts for the largest quantity of this land, it is not the only major public use. West of the city is the state hospital and its surrounding grounds. South of the city is the Goldsboro Country Club which also makes a notable impression on the land use pattern.

The effects of Seymour Johnson Air Force Base on the Goldsboro land use pattern are further emphasized by the growth of the outlying business and residential community of Adamsville.

Table 1 shows the tabular summary of acreages devoted to various land uses. These areas were measured from land use maps which were prepared in 1959 and checked with reference to aerial photographs flown of the Goldsboro area.

#### Future Space Requirements

One of the major determinants of the future land use pattern of Goldsboro is the amount of land that can be expected to be in the various land use classifications by the end of the planning period. The acreage required by 1980 for the major land uses in the planning area were derived and presented in the report Location Standards and Future Space Requirements



TABLE 1

SUMMARY OF EXISTING LAND USE  
GOLDSBORO, N.C.

Use	City* (Acres)	Fringe (Acres)	Total (Acres)	% Dev. Land	% Total Land
Residential	1235	755	1990	41.5	8.2
One-family	1045	690	1735	---	---
Two-family	70	25	95	---	---
Multi-family	120	40	160	---	---
Commercial	140	130	270	5.7	1.1
Industrial	95	95	190	4.0	.8
Wholesale	75	20	95	2.0	.4
Transp., Commun., Public Util.	25	10	35	.7	.1
Public	160	580	740	15.5	3.0
Institutional	90	25	115	2.4	.5
Streets	605	740	1345	28.2	5.6
Total Developed	2425	2355	4780	100.0	19.7
Vacant	835	18635	19470	---	80.3
Total Area	3260	20990	24250	---	100.0

\*Acreage within the city limits 1959.



for Major Land Uses, dated June, 1960. A summary of these requirements is presented in the table below. Following this table are sections of this report that describe the various elements of the plan which give form to the required land areas.

TABLE 2

SUMMARY OF 1980 SPACE REQUIREMENTS FOR MAJOR LAND USE CATEGORIES

<u>Use</u>	<u>Existing Acreage</u>	<u>Additional Acreage Required</u>	<u>1980 Acreage</u>
Industrial	190	110	300
Industrial Reserve	-	480	480
Wholesaling	95	70	165
Commercial			
Central Business District <sup>1</sup>	54	26	80
Region Serving (outside CBD)	120	32	152
Highway Serving	66	33	99
Local Serving	32	23	55
Residential	1990	1416	3406
Parks and Recreation	150	397	547
Schools	106	150	256
Other Public <sup>2</sup>	642	---	642
	<hr/>	<hr/>	<hr/>
Total	3445	2737	6182

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1 From CBD report.

2 The bulk of this land is occupied by Cherry Hospital. No additional acreage was allocated because it is dependent on future hospital policies.





#### IV. INDUSTRIAL AND WHOLESALING AREAS

Industrial and wholesaling activities form the major portion of Goldsboro's economic base. These uses require level sites, good services by utilities and access to highway and other transportation facilities. Because of their importance to city growth and economic health, these uses should enjoy a priority for prime land, that is, land which possesses the above qualities.

##### Location Standards

The following are recommended location standards for industrial and wholesaling areas in the Goldsboro area:

1. Land for industry should be reasonably level, preferably with not more than five per cent slope. Also it should not be swampy or subject to periodic flooding. The Goldsboro planning area contains a very small amount of land that has a slope of over five per cent, however, swampy areas and those subject to periodic flooding comprise a substantial percentage of the total land area.<sup>1</sup> Thus, these areas must be avoided when locating industrial and wholesaling activities.

2. A range in choice of close-in and fringe locations must be provided in order that new industries may select sites which fit their specific needs. Because of their potential incompatibility with other uses, and vice versa, industrial and wholesaling areas should be concentrated rather than scattered throughout the city. Other factors must be considered in relation to adjoining land uses, such as: prevailing winds, possibility of protective belts of open space, and development of "industrial parks".

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<sup>1</sup> See map entitled "Land Capability" on following page.





# LAND CAPABILITY

CITY OF GOLDSBORO, NORTH CAROLINA

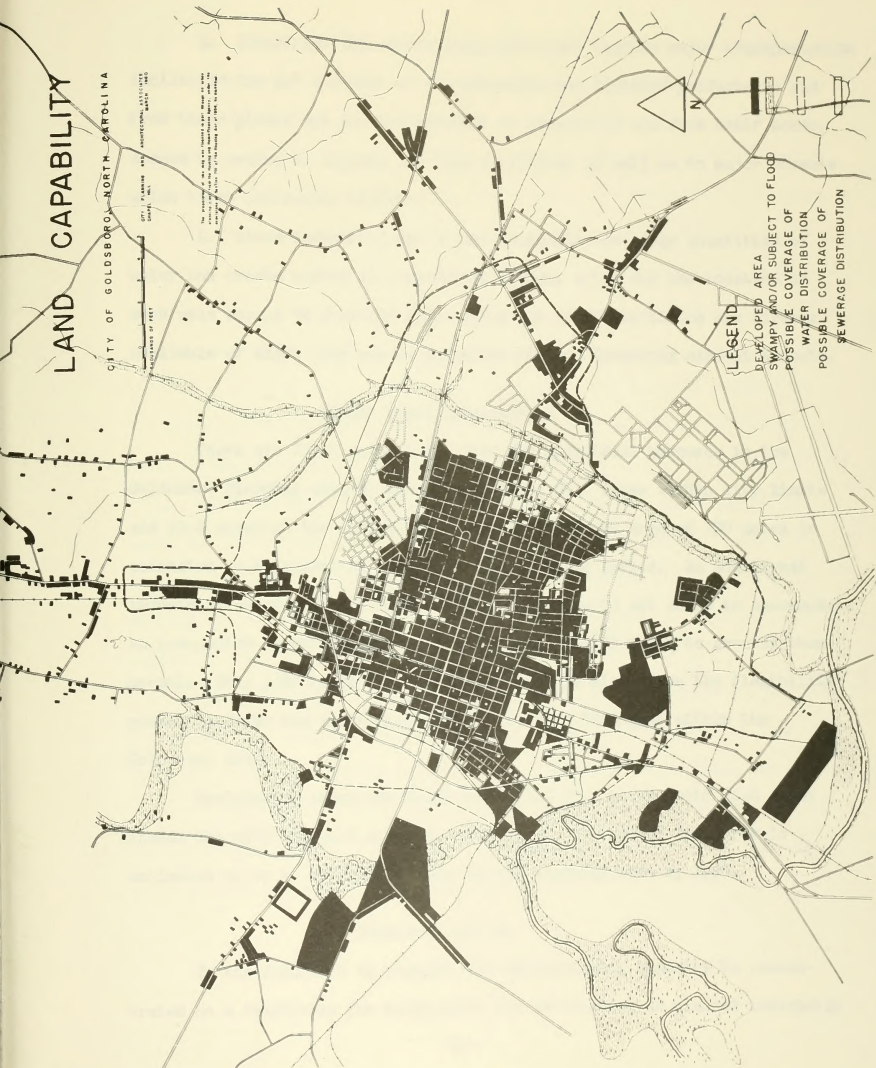
CITY PLANNING AND ENGINEERING DIVISION  
DANIEL, MANN, JOHNSON & MANN, INC.  
DANIEL, MANN, JOHNSON & MANN, INC.

SCALE OF FEET

THIS MAP WAS PREPARED BY THE CITY OF GOLDSBORO, NORTH CAROLINA, FOR THE PURPOSE OF ILLUSTRATING THE LAND CAPABILITY OF THE CITY OF GOLDSBORO, NORTH CAROLINA, AND IS NOT TO BE USED FOR ANY OTHER PURPOSE.

## LEGEND

- DEVELOPED AREA
- SWAMPY AND/OR SUBJECT TO FLOOD
- POSSIBLE COVERAGE OF WATER DISTRIBUTION
- POSSIBLE COVERAGE OF SEWERAGE DISTRIBUTION





3. Industrial and wholesaling operations require major transportation facilities for the movement of raw materials and finished products to and from their plants and for the movement of workers to and from their homes. Access is needed to highway and rail facilities as well as to major streets which carry intra-city traffic.

4. Since industrial operations generally use large quantities of water and create wastes in substantial volume, sites for the location of such uses should be provided where water and sewer facilities are already available or where they can be installed without incurring excessive costs.

#### Future Space Requirements

There are 190.0 acres being used for industrial purposes in the Goldsboro planning area at the present time; 94.6 acres within city limits and 95.4 acres in the fringe. A computed industrial area of 300 acres is estimated to be needed by the end of the planning period. An additional industrial reserve of 480 acres is recommended to be set aside to accommodate an unexpected large industry or general growth which might be greater than normal. This additional land for industrial use also gives the flexibility needed to offer new industries a choice of site locations within the Goldsboro area.

Wholesaling areas now being used total 95.2 acres, with 74.0 acres inside the city and 21.2 acres in the fringe. A total of 165 acres is estimated to be in wholesaling uses in the planning area by 1980.

#### Proposed Land Use

In the future it is planned that manufacturing industry be concentrated on a relatively few large sites for development as planned industrial



districts. It is expected that major existing industrial establishments will be permanent fixtures in Goldsboro throughout the planning period. However, the continuance of most of the small plants scattered throughout residential and other areas will be discouraged since they would be better located in industrial districts with good access to transportation facilities. The Land Use Plan proposes that industry be concentrated in the areas to the north and directly south of the central business district and north of the Route 117-70 Bypass along the Atlantic Coast Line Railroad. These areas contain approximately 300 acres, which is the estimated space required for industrial uses by 1980. Three areas that form an industrial reserve of 480 acres are also planned. One is to the west of the Route 117 Bypass near the Cherry Hospital and another is immediately to the south of this area. These areas have highway and railroad access and can be served by water and sewer facilities if development warrants the cost of extending lines to these sites. The third area is an extension of the industrial district to the south of the CBD. This area can readily be developed for industrial use.

Wholesaling activity requires good access to transportation facilities for receipt and distribution of goods. The Land Use Plan proposes that wholesale areas be directly to the north of the CBD. These areas are well served by railroads and have access to the major street system of the city. The industrial reserves to the west of Goldsboro on the Route 117 Bypass would also be suitable for some wholesaling uses.







## V. COMMERCIAL AREAS

### The Retail Trade Area

Goldsboro is the leading retail sales center in Wayne County. However, in analyzing the retail activity, consideration has been given not only to the city and county in which it is located, but also to the region it serves, that is, the retail trade area. To obtain a crude definition of Goldsboro's retail trade area, Reilley's law of retail gravitation was used. This law generally states that the attraction of a retail business center on any one segment of the population is proportional to the relative size of that center and inversely proportional to the distance from that center. Once roughly defined, this area was then modified to take into consideration the distribution of newspaper circulation and sales information from the Audit Bureau of Circulation and Sales Management Magazine. By further adjustment of this area to conform to the nearest political boundaries, it is seen that all of Wayne County and the adjacent townships in Greene, Lenoir, Duplin, Samson, and Johnston Counties form the area that depends primarily on Goldsboro for its shopping needs.

It is assumed that the growth of the volume of region serving business will vary proportionately with the growth in the retail trade area population. Estimates reveal that the retail trade area population will increase by approximately 26%. Thus, 26% has been used as an expansion factor to determine the future space requirements of Goldsboro's central business district and other region serving businesses in the planning area.



## The Central Business District

The central business district now has an advantage over competing shopping centers in the variety and depth of goods offered within a concentrated area. To retain this advantage, the future development of the central business district should be maintained in this concentrated form. This form of development could cause increased land values in the retail center, making the remodeling or rebuilding of marginal buildings a profitable effort.

The central business district envisioned by the end of the planning period is bounded on the east by Daisy Street extended, on the south by Spruce Street, on the west by George Street and on the north by Ash Street. Central business district uses now extend beyond these bounds in some areas. However, through land use controls and other implementation devices these uses can be brought into the central business district complex. Many uses not suited to the central retail area will, in time, move to areas which are better suited to their function, thereby allowing the expansion of proper central business uses within the designated area.

The central business district study area, which is approximately twice the size of the area necessary to contain CBD uses is 305.3 acres. The major existing land uses within this area are: commercial 53.8 acres; industrial 4.0 acres; residential 140.6 acres; other, including public and institutional uses 33.7 acres; and, streets, 73.2 acres. The plan for the central business district proposes the following distribution of land uses within this same area: commercial 78.6 acres; industrial, 17.5 acres; residential, 93.1 acres; other uses including public and institutional,



41.8 acres; and, streets, 74.3 acres.

A standard of 1.5 square feet of parking space for each square foot of commercial floor area and a standard of one square foot of parking space for each square foot of office use is recommended for the central business district. These standards may be compared to the existing ratio, in the same area, of 0.77 square feet of parking to one square foot of commercial floor space. The application of the recommended parking ratios indicates a total need of approximately 7800 parking spaces in the central business district by 1980, or an increase of 3,700 spaces.

A proposed method of increasing off-street parking space is the creation of usable space in the interior of blocks where possible. This might be done by a more efficient layout of the existing open space and the clearing of obsolete buildings. It is also proposed, where such action is justified, that some of these interior parking lots be multi-level. In addition to the creation of approximately twice the original number of parking spaces, the decking of parking would make the second floors of many buildings more usable for retail sales areas. This scheme of parking lots in the interior of several blocks is not expected to fulfill the total need for future parking. The balance of parking spaces will be obtained by multi-story parking buildings located throughout the central business district.

A mall is proposed in the Walnut Street right of way between George and John Streets. This will create a safe and pleasant pedestrian way and a point of interest for the central business district. Another mall is recommended to act as a vista leading to the front entrance of the County Court House as well as making a pleasant pedestrian route to the park recommended along Big Ditch Creek.







Plans for establishing a pleasant atmosphere can be accomplished by landscaping and regulation of signs as well as by building and service area improvements. A specific planting arrangement is recommended for the middle of Center Street. Specially selected types of trees in this area would not present maintenance problems and would be effective for shade and appearance. Regulating signs as to size, material, color, and letter types would have a unifying effect that would materially improve the appearance of the entire downtown area.

For greater detail and specific proposals for future development the reader is referred to the report Preliminary Plan for the Central Business District, dated July, 1960.

#### Other Region Serving and Highway Serving Commercial Areas

Commercial areas which draw customers from throughout the city and its trading area are classified as region serving businesses. These are distinguished from the local shopping establishments which supply the daily consumer needs in their immediate area. The region serving businesses present special problems to land use planning and zoning because of certain characteristics these commercial activities share:

1. They are generally oriented toward the automobile rather than the pedestrian and therefore contribute to traffic congestion and parking problems;
2. they require areas adjacent to important traffic arteries;
3. they require relatively large sites in relation to total sales volume, and
4. certain region serving commercial uses may be incompatible with surrounding land uses because of the large traffic volumes generated, noise



of operation, or other irritants which might disturb the surrounding area.

Highway serving commercial facilities are those businesses which cater to the motoring public, such as motels, roadside restaurants, and service stations. This classification shares many characteristics with outlying region serving businesses.

#### Location Standards

Locations for regional shopping centers are found by exacting studies of purchasing power, buying habits, family expenditure patterns and a variety of other investigations which are conducted because of the heavy initial investment that is required to start a business of this type. The scope of this report requires a more general approach to the problem of location. The current trend toward centers of business activity appears to be the fundamental basis for locating these region serving businesses rather than the more common procedure of stretching out the development along major thoroughfares.

Emphasizing Goldsboro's existing business centers and strengthening controls to allow a de-emphasis of existing strip development seems to be a first step towards a balanced land use plan. On the basis of projected space requirements, additional area for business growth should be allocated to shopping areas in the sections of the city where growth is taking place.

Particular requirements for locating region serving business activities include: reasonably level land which is not subject to periodic flooding; access to major thoroughfares and highways; adequate water and sewer service; and adequate space, particularly for service and parking functions.



Highway serving facilities, as the name implies, are even more directly oriented toward the automobile and heavy traffic volumes than region serving businesses. It is mandatory that highway service centers be located on major highways rather than major streets. Because of the traffic and other attendant problems, separation of the highway serving centers from surrounding land uses is essential.

#### Future Space Requirements

By applying the previously derived factor of 26%, to the existing 120.5 acres of region serving commercial land outside the central business district, it is found that an increase of 31.5 acres or a total of 152.0 acres will be required by 1980.

Expansion of highway service facilities is dependent on the growth of inter-city traffic as well as the population growth in the retail trade area. It is estimated that the existing 66 acres now in this use will be expanded by 50 per cent; which would bring its total to approximately 100 acres by 1980.

#### Proposed Land Use

Future development of regional and highway shopping facilities should take place in planned centers to prevent mixtures of commercial and residential land uses and strip development along major streets and highways. Strip development is wasteful of utilities, makes shopping more difficult, and increases the traffic hazard by the continuous turning in and out of vehicles along major highway routes.

Six areas have been designated for region and highway serving commercial areas. These are located: (1) near the intersection of Route 70





and the Route 117 Bypass, (2) north of Ash Street between John and William Streets for two blocks, (3) along William and Greenleaf Streets near the Route 70 Bypass, (4) at the existing Sunrise Shopping Center on Ash Street, (5) around the intersection of Ash Street and Seymour Johnson Boulevard, and (6) near the intersection of South George Street and the Route 117 Bypass south of the city.

#### Local Business

Local business, as termed in this study, describes commercial facilities primarily oriented to serve a residential area approximately one mile in diameter. These facilities supply daily consumer needs as contrasted with the previously defined regional businesses which generally supply more expensive and long-lived goods and services.

#### Location Standards

Goldsboro's existing local-serving businesses are scattered throughout the city. This is undesirable from several points of view. Businesses interspersed with houses decrease the utility of both. The desirability for residential use is somewhat lowered, the efficiency of the businesses is decreased, the resulting traffic congestion on some streets decreases their carrying capacity and the pedestrian shopper is forced to walk farther to patronize the various stores.

Consolidation of the scattered shopping facilities which serve a particular area into one shopping center to serve the same area would be the more efficient arrangement. These shopping areas would not necessarily be under one ownership as are most regional shopping centers, but could be



either a cooperative project or on an individual basis with controls to insure harmonious appearance and function.

The location of this type business center must be considered with several elements in mind. The service area must be large enough to support the businesses yet not so large that the customer's convenience is sacrificed. The location should be adjacent to a major thoroughfare, or more ideally, at the intersection of major thoroughfares. However, the design of the entrance and exit points should be so contrived that neither the efficiency of the intersection nor the streets would be lessened. The possibility of a natural buffer zone between the business use and adjacent uses should be considered in location so that both uses would be protected.

#### Future Space Requirements

In 1958 Goldsboro had approximately .95 acres of neighborhood shopping facilities per 1000 population. A standard of 1.0 acres per 1000 population is recommended for Goldsboro's future space allocation of local business. This standard will allow for the provision of more space for parking and service facilities than now exists. Use of this standard gives an estimated total of 55 acres in local business use by 1980. This is a 23 acre increase from the 32 acres presently occupied by neighborhood shopping facilities.

#### Proposed Land Use

Eleven neighborhood shopping areas are indicated on the Land Use Plan. Some of these recognize existing local shopping areas and others designate general areas where neighborhood commercial facilities will be needed when the residential areas develop around them. These are proposed to be uniformly located over the city in order to make convenient shopping areas available to the entire population.



## VI. RESIDENTIAL AREAS

### Location Standards

Land ownership and certain land uses preclude immediate residential expansion in several areas around Goldsboro. In several cases barriers to development have been created which are considered permanent for the purposes of this study. Seymour Johnson Air Force Base is an example of a permanent barrier to further residential expansion in the southeast section of the city. Cherry Hospital forms a barrier to the west of the city.

Forces interacting within the planning area create a "pushing" and "pulling" action on the various types of land use. Again, for example, the Air Force Base is apparently helping to "pull" city expansion in an easterly direction. At the same time, business expansion tends to "push" residential development out of the central business district.

The following location standards are recommended for residential land use:

1. Marshy land, land subject to periodic flooding, and areas of excessive slope should be avoided. The topography of Goldsboro, with few exceptions, allows residential development in all areas. However there are several areas that are subject to periodic flooding which should be avoided.

2. The residential areas should be bounded, but not penetrated, by major thoroughfares to allow direct access to employment, shopping, and leisure-time areas by either private or public transportation.

3. These residential areas should be related to accessory shopping, school, church and recreation facilities as well as other major land use categories.





4. Sewer and water facilities should be available to the residential areas prior to development or be capable of being installed without excessive cost to the home owner, developer, or city government.

#### Future Space Requirements

There will be an estimated 7,200 new dwelling units in the Goldsboro Planning Area by 1980. These new dwelling units will require about 1,540 acres of land. The existing residential development occupies 1,990 acres. Some of the new dwelling units will occupy land now occupied by existing dwelling units that will be lost through natural attrition such as obsolescence, fire, or conversion to other uses. The net residential acreage increase is estimated to be approximately 1,412 acres, and a total residential acreage of about 3,400 acres will be required for 1980.

For study purposes, the planning area was divided into planning districts as shown on the map on the following page. The new dwelling units were allocated to the various planning districts. These units will increase the residential acreage considerably in several planning districts, especially those in the eastern part of the city. The table following the planning district map summarizes these increases by planning district.

#### Proposed Land Use

The Land Use Plan attempts to compact the residential areas and minimize the present "scatteration" of residences in the outlying areas. This is never entirely possible under our form of land ownership and land development. As long as an individual homeowner is able to provide his own water supply and sewage disposal facilities adequately and safely, residences may be built almost anywhere where they have access to a road or



# PLANNING DISTRICTS

CITY OF GOLDSBORO



SCALE

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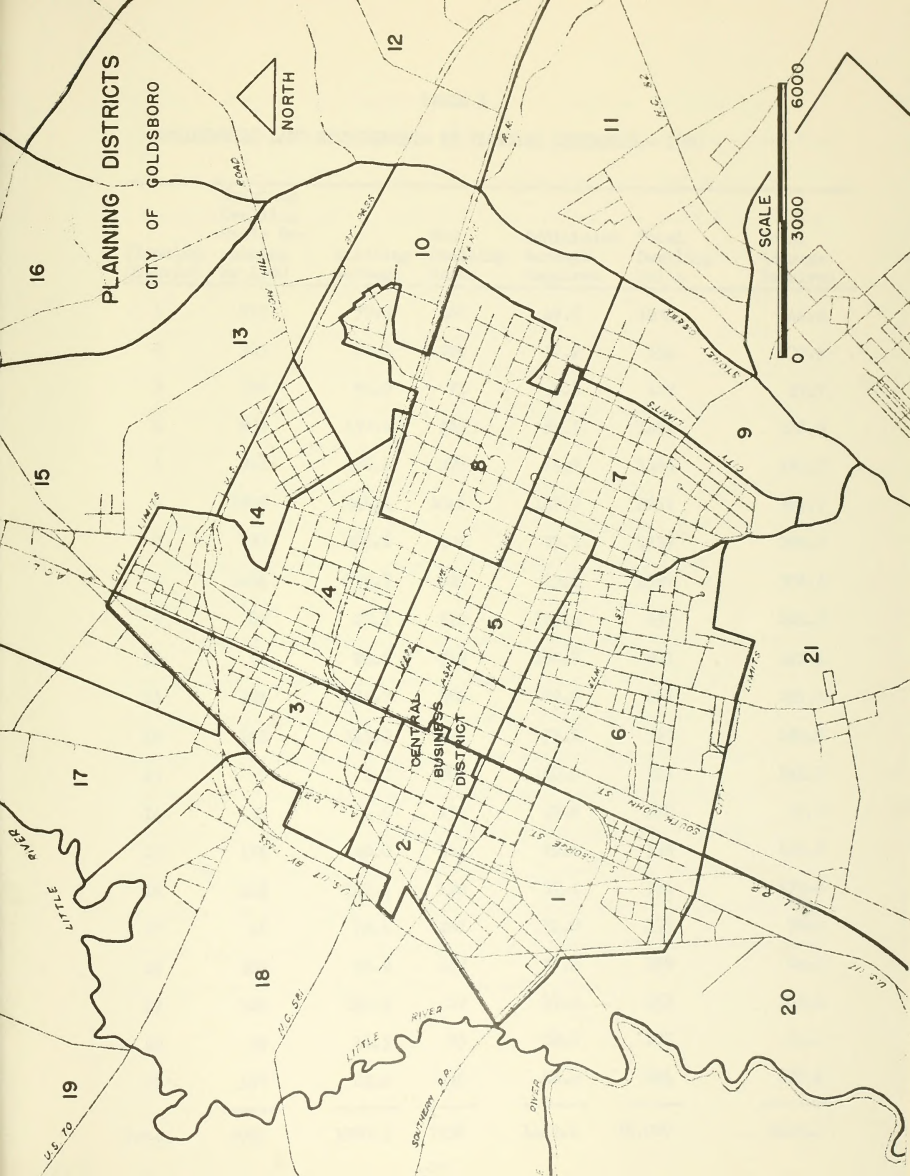




TABLE 3

## RESIDENTIAL LAND REQUIREMENTS BY PLANNING DISTRICTS - 1980

Planning District	Existing Dwelling Units Re-maining by 1980	Existing Acreage	New Dwelling Units	Additional Acreage Required	Total Dwelling Units	Total Acreage Required
1	764	97.3	467	49.5	1231	146.8
2	305	60.0	229	17.8	534	77.8
3	358	65.0	71	5.3	429	59.7
4	836	157.4	615	59.4	1451	216.8
5	942	178.4	223	14.9	1165	193.3
6	1805	244.4	1046	147.7	2851	392.1
7	733	196.6	404	93.1	1137	289.7
8	1066	235.7	321	73.4	1387	309.1
9	65	23.1	572	158.4	637	181.5
10	82	26.6	719	198.7	801	225.3
11	281	134.7	380	92.8	661	227.5
12	181	113.2	129	37.1	310	150.3
13	9	1.7	508	140.0	517	141.7
14	35	4.6	255	43.6	290	48.2
15	174	40.0	364	75.6	538	115.6
16	213	141.5	122	32.1	335	173.6
17	46	18.4	287	72.0	333	90.4
18	101	26.9	158	37.2	259	64.1
19	186	150.2	67	15.2	253	165.4
20	32	11.5	75	12.5	107	24.0
21	575	63.0	226	46.4	801	109.4
Total	8789	1990.2	7238	1412.1	16,027	3402.3





highway. However, once public facilities are required for residential development, it is in the public interest that development take place in an area and manner that is economically feasible from both the public and private point of view. The Land Use Plan considers residential development from this aspect. Most of the new residential areas shown on the plan either have sewer and water facilities presently available or are expected to have both by the end of the planning period. An exception is the area northwest of Goldsboro. It can have public water and, with relatively large lot development, should be able to handle the waste disposal with individual septic systems.

For the purposes of indicating the extent of residential growth on the plan, it has been assumed that most of the existing vacant land within the designated residential areas will be developed by the end of the planning period.

Residential expansion is indicated predominantly toward the northeast section of Goldsboro. Some extension is shown to the south, but the Air Force Base effectively stops expansion to the southeast. Additional residential growth is anticipated to the northwest beyond the Route 70-117 Bypass. It must be recognized that some residential growth will take place outside the areas indicated for intensive development on the Land Use Plan. The area beyond that designated for intensive development has been classified as Agricultural. This classification envisions maintaining the present farming uses as well as developing residential use of a much lower density than found within the built-up urban area.



## VII. PUBLIC AND INSTITUTIONAL AREAS

Schools and recreation areas are described in this section of the report. Specific proposals for other public and institutional uses such as churches, hospitals, fire stations, and governmental buildings are not included since a complete public facilities plan is beyond the scope of this Land Use Plan.

### Schools

A major determinant of the location and number of school children is the residential density pattern in the city. Therefore, the pattern reflected by the Land Use Plan and ultimately controlled by zoning regulations will tend to govern the number of school sites and their location in a future school system. The location of schools affects the road system of the city by creating additional traffic in their vicinity. They will also have an effect on the relative desirability of different residential sections. Because of these interlocking factors, continued cooperation between the city and school planning agencies is a necessity. In recognition of this necessity, before developing the standards that follow, the planners sought the help of the Superintendent of Schools and discussed with him the school needs and policies for Goldsboro. While these standards have not been endorsed by the school board, it is believed that they are compatible with their policies and practices.

### Location Standards

1. Sites selected should be so located that they will fit into a logical pattern with the school sites that may be needed in later years. In other words, a school site may serve, in the beginning, an area that may



require two or three schools when the section is largely built up. However, it should be so located that the other school sites, when needed, will serve logical districts that do not overlap seriously.

2. Sites should be well located and of sufficient size to accommodate the total potential school population of the area they may ultimately be called upon to serve.

3. Sites should be of adequate size and dimension to permit the retention or provision of landscaping between school and playground areas and the adjacent residences.

4. Schools should be located, as far as possible, within walking distance of their entire service area. For elementary schools the children should not have to walk over one-half mile to school. Junior high and senior high schools will of necessity have a larger service area because of the greater number of students attending these institutions.

Sites for schools and adjacent playground areas should be acquired before residential development takes place or, at least, concurrently with this development. Early action means a saving in cost of acquiring areas. As land gets scarce, land acquisition becomes more difficult and expensive. In addition, the best sites for schools may be pre-empted by other uses.

#### Future Space Requirements

The total estimated school enrollment of 11,780 by 1980 will require about 256 acres of land. This represents an increase of 4,150 pupils and 150 acres above the existing enrollment of 7,600 and area of 106 acres used for school purposes.





## Proposed Schools

Four new elementary schools and two new junior high schools will be required by 1980. Additional classrooms will be needed at Dillard High School and all other school sites need additional area to meet minimum standards.

## Parks and Recreation

When Goldsboro was a smaller city it was closely tied to the rural life, physically as well as economically. The city residents did not have far to go to enjoy the amenities of the open countryside. As the saying goes, there was "all outdoors" in which to play. Yet, as the city has grown and subdivision after subdivision has been built around it, this close-in open land has been vanishing.

As Goldsboro becomes more extensively developed over the years, the need for parks will become more crucial. Additional population will require more land for recreation purposes, while this same increase in population will mean less land available for such use. For example, the vacant lots and open lands which now serve as play lots for children living in nearby houses will be built upon. Playing on the streets of the city is undesirable from the standpoint of safety, and this will become a more acute problem as the traffic on the streets increases with the growth of population. With the increased pressure of modern life and the increased amount of leisure time, the demand for and opportunity to take part in recreational activity has correspondingly increased.

## Location Standards

Park and recreation facilities require diverse sites, in size and type of topography, depending on their function. Recreation areas may be



classified as either "active" or "passive" in character. Active areas are those which have playground equipment, playfields, community centers and similar facilities for organized recreation. Passive areas are less highly developed which provide a more natural atmosphere for informal recreation activities such as picnicking, hiking and just enjoying nature.

Active areas require reasonably level land for field sports and equipment. These are generally in conjunction with school facilities. Passive areas can utilize steep land and that which is adjacent to water-courses. All recreation areas require a service area which is related to their function. Playgrounds, for example, need to be in easy walking distance of the group served. More specialized recreation facilities such as golf courses need only to be located within easy motoring distance.

#### Future Space Requirements

Space needs for Goldsboro's recreation program are estimated for 1980 by applying standards to the estimated urban area population of 54,700. The overall standard would require 547 acres of passive and active recreation area which should include 140 acres of playfield and playground space. There are now 150 acres of permanent recreation space of which about 20 acres are devoted to playground use. Schools, existing and proposed, will add another 104 acres to the playground acreage supply bringing the total recreation space to 254 acres and the total playground space to 124 acres. Thus by 1980, an addition of 293 acres of active and passive recreation area will be needed, of which 16 acres should be developed for playground use.



## Proposed Land Use

Drainage corridors are particularly suitable for recreational purposes for several reasons. They are generally the more scenic areas with interesting topography, natural plants and water. Land along these corridors often is not suitable for building because of periodic flooding. Development of drainage corridors as park land will also facilitate their use as utility routes which are more simple to maintain than utility lines along streets.

The Land Use Plan shows the area along Stoney Creek as an example of the utilization of drainage corridors for recreational purposes. Areas along other major water courses are classified agricultural on the Land Use Plan. A policy to purchase certain strategic areas along these drainage corridors and to obtain easements along the remainder should be the subject of a future detailed study.

Beside the active recreation areas to be provided in connection with schools and the Stoney Creek development, a playground is recommended for the western section of the city near the Highway 117 Bypass.





## VIII. THOROUGHFARES

Major thoroughfares provide a means of communication between various land uses. They also act as a separation between other land uses and help determine locations of future land development. The specifications of this study omitted detailed traffic studies because a detailed thoroughfare plan is to be prepared under the auspices of the North Carolina State Highway Commission. The land use planning process requires, however, that some consideration be given to the access and service between the various sections of the planning area and the effects of highways on land uses. Therefore a sketch plan of thoroughfares has been devised and shown as a part of the Land Use Plan.

The major street system of Goldsboro is made up of radial, loop or crosstown, collector, and service streets. The radial system may be represented as the spokes on a wheel. Traffic on these streets consists of those vehicles moving into and out of the heart of the city, the business and industrial areas. The crosstown routes or loop streets encourage the movement of vehicles from one area of the city to another without forcing that traffic through the central business district or central industrial areas. The circulation of traffic around the central business area is handled by the inner loop or inner crosstown system. Collector streets provide special routes to collect traffic from local service streets and feed it onto the major streets.

### Major Thoroughfare Proposals

The major thoroughfare proposals include not only new streets, but also the improvement of certain existing streets. Some existing streets



and highways will need widening, signalization, and elimination of curb parking in order to create a more efficient traffic moving system.

#### Outer and Inner Loops

At the present time Goldsboro has about two thirds of an outer loop. The Route 117 and Route 70 Bypasses and the Seymour Johnson Boulevard ring the city on the west, north, and east. It is proposed that this loop be completed by the construction of a new road east and south of the city that connects Seymour Johnson Boulevard to Route 117.

Ash, George, Elm, and a one-way pair of John and William Streets are proposed to function as the inner loop or crosstown system.

#### Radial Thoroughfares

Ash Street is Goldsboro's major east-west radial street. While Elm Street can now be considered a secondary east-west radial its importance will increase as development continues in the southeastern portion of the city. Major north-south radials are George, John, and William Streets. The CBD plan suggests that William and John Streets be formed into a one-way pair through the Central Business District. Further study is required to verify this suggestion. Although the city's existing radial streets are well located, many will require improvement. Further detailed study will show where these improvements are warranted.

#### Other Thoroughfares

By connecting Grantham to an improved Royal Avenue, a vital through street can be obtained across the northern part of Goldsboro.



The thoroughfare across the southern portion of the city shown on the Land Use Plan could be accomplished by connecting Crump Street to Bunche Drive and then following the proposed Harris Street to its intersection with the suggested outer loop route.

By joining Snowhill Road to Herman Street, then to Slaughter Street and across to Slocumb Street a thoroughfare would be provided to give better access to the Air Force Base from the northern part of the city. Another major street could be created by improving Audubon Street for its entire length and then following the creek to the proposed Harris Street.

To provide additional access from one residential area to another, and to Seymour Johnson A.F.B., North Drive is shown connected to Taylor Street, Taylor Street is connected to the platted street paralleling Best Street and continues on to Slocumb Street. Finally, Spence Avenue is connected to Hillcrest Drive and then continues north to intersect with the Route 70 Bypass. This will add to the improved circulation in the eastern section of the city.





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